



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 14.5.1
Halifax Regional Council
May 9, 2017

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY: _____
Jason Cooke, Chair, Heritage Advisory Committee

DATE: April 27, 2017

SUBJECT: **Case H00443: Substantial Alteration to the Clarke-Halliston House, 1029 South Park Street, Halifax, a municipally registered heritage property**

ORIGIN

April 26, 2017 meeting of the Heritage Advisory Committee.

LEGISLATIVE AUTHORITY

The Heritage Property Act.

Powers of heritage advisory committee

13. The heritage advisory committee may advise the municipality respecting

...

(b) an application for permission to substantially alter or demolish a municipal heritage property.

The Heritage Property By-law No. H-200:

Powers of the Committee

4. The Committee shall, within the time limits prescribed by Council or the Act, advise the Region respecting:

...

(c) applications to substantially alter the external appearance of or demolish a municipal heritage property.

RECOMMENDATION

The Heritage Advisory Committee recommends Halifax Regional Council approve the substantial alteration to the Clarke-Halliston House, 1029 South Park Street, Halifax.

BACKGROUND

The Heritage Advisory Committee, at their April 26, 2017 meeting, considered Case H00443, an application for approval of a substantial alteration to the Clarke-Halliston House, 1029 South Park Street, Halifax, a municipally registered heritage property.

For further information on the background specific to this application, refer to the Background section of the March 24, 2017 staff report (Attachment 1).

DISCUSSION

The Committee discussed the application, with HRM Planning staff responding to questions of clarification.

The Committee approved the staff recommendation to recommend approval of the substantial alteration.

For staff discussion specific to this application, refer to the Discussion section of the March 24, 2017 staff report (Attachment 1).

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. For further information on financial implications specific to this application, refer to the Financial Implications section of the March 24, 2017 staff report (Attachment 1).

RISK CONSIDERATION

There are no identified risks associated with this report. For further information on risk consideration specific to this application, refer to the Risk Consideration section of the March 24, 2017 staff report (Attachment 1).

COMMUNITY ENGAGEMENT

Heritage Advisory Committee meetings are open to public attendance, and agendas, reports, and minutes of the Heritage Advisory Committee are posted on Halifax.ca.

For further information on community engagement specific to this application, refer to the Community Engagement section of the March 24, 2017 staff report (Attachment 1).

ENVIRONMENTAL IMPLICATIONS

There are no environment implications associated with this report.

ALTERNATIVES

No alternatives were provided by the Committee. Refer to the Alternatives section of the March 24, 2017 staff report (Attachment 1).

ATTACHMENTS

Attachment 1 Staff recommendation report dated March 24, 2017

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

Report Prepared by: Jennifer Weagle, Legislative Assistant, Office of the Municipal Clerk - 902.490.6517



P.O. Box 1749
Halifax, Nova Scotia
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Attachment 1

Item No. 9.1

Heritage Advisory Committee
April 26, 2017

TO: Chair and Members of the Heritage Advisory Committee

SUBMITTED BY: *Original signed*

Bob Bjerke, Chief Planner & Director, Planning and Development

DATE: March 24, 2017

SUBJECT: **Case H00443: Substantial Alteration to the Clarke-Halliston House, 1029 South Park Street, Halifax a municipally registered heritage property**

ORIGIN

An application by Nycum Associates, on behalf of the property owner.

LEGISLATIVE AUTHORITY

The Heritage Property Act

(1) A heritage advisory committee may recommend to the municipality that a building, public-building interior, streetscape, cultural landscape or area be registered as a municipal heritage property in the municipal registry of heritage property.

(2) The municipality shall cause notice of the recommendation to be served upon each registered owner of the building, public-building interior, streetscape, cultural landscape or area that is the subject of the recommendation at least thirty days prior to registration of the building, public-building interior, streetscape, cultural landscape or area in the municipal registry of heritage property.

RECOMMENDATION

It is recommended that Heritage Advisory Committee recommend that Regional Council approve the substantial alteration to the Clarke-Halliston House, 1029 South Park Street, Halifax.

BACKGROUND

The Clarke-Halliston House, a municipally registered heritage property, is located at 1029 South Park Street as shown on Map 1. The building has frontage on both Rhuland Street and South Park Street, however, the ornate main façade of the building presents on South Park Street. Alterations to the building took place in 1994 to add an enclosed stair tower, exterior decks containing an open exterior stair at each level at the southeast corner. On the exterior of the east façade, a new stair was added at the existing landing to allow for egress to the interior units.

The Clarke-Halliston House, constructed in 1895, is valued for its association with architects Elliot and Hopkins who designed this Queen Anne (Free Classical) architectural styled building. The building is also valued for its associations with the original owner, Harshaw B. Clarke, lessee and Manager of the Academy of Music as well as the subsequent owners, Robert Pickford (founder of Pickford and Black), and the Honorable Robert E. Harris, Chief Justice of Nova Scotia. Presently, a request has been made by Nycum Associates, on behalf of the property owners, to substantially alter 1029 South Park Street, Halifax.

Existing Site Context

The property subject site is approximately 8036 sq. feet in size, has frontage on both Rhuland Street and South Park Street. The property is zoned R-2A (General Residential Conversion) Zone. The property is a municipal heritage property, and is located within the South End Secondary Plan of the Halifax Peninsula Land Use Bylaw.

Proposed Development

The proposed alteration will see the retention and preservation of the front portion of the building. The requested substantial alteration proposes exterior changes, impacting the form, volume and roof, removing the rear (east) portion of the house for a new addition. An attached garage with an enclosed breezeway is proposed on the right (south) side of the house. The enclosed stair tower and exterior decks that were added in 1994 will be removed and are not proposed to be replaced.

Requested Alterations

The applicant has requested permission to replace the east portion of the building with a new addition and an attached garage on the south side of the building. The front portion of the building is to be preserved and maintained. The requested alterations are described in more detail below.

East Side

The applicant is proposing to demolish the back portion of the house on the east side of the house and replace with a new addition within the same footprint of the existing building. For this portion of the house, the roofline would be altered and the reconstruction would replicate the existing form and detail of the home. New windows and the enlargement of existing windows on the south and east façade are also proposed. The addition would be wood frame and finished with painted wood shingles. The new stairwell on the east side would have non-combustible siding (brick or other masonry) to meet the Building Code Requirements. Clerestory windows will be wood, metal or fiberglass. All other windows will be wood.

South Side

On the south side of the building, an attached 2-car garage, connecting to the south side of the house is proposed. This garage would be setback back more than 30 feet from the front property line and would be 16 feet in height. The garage would attach to the main building by an enclosed breezeway with a terrace on the garage roof. The garage is proposed to have painted wood shingles to match the house. Clerestory windows will be wood, metal or fiberglass. All other windows will be wood.

Substantial Alteration Legislation

In accordance with Section 17 of the *Heritage Property Act* (HPA), and substantial alteration to a municipal heritage property requires Regional Council approval.

The HPA defines a substantial alteration as meaning “*any action that affects or alters the character-defining elements of a property*”.

The character-defining elements of a property are defined as “*the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to heritage value and that must be sustained in order to preserve heritage value.*”

Heritage value is defined as “*the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations and embodied in character-defining materials, forms, locations, spatial configurations, uses and cultural associations or meanings.*”

Therefore, a determination on the appropriateness of a substantial alteration lies in its effect on the property’s unique heritage value and character defining elements lies in its effect on the property’s unique heritage value and character defining elements.

Heritage Value & Character-Defining Elements

In order to determine the appropriateness of a substantial alteration, a full understanding of the building’s heritage values and character defining elements is needed. As a point of reference, staff have prepared a heritage building summary which outlines the heritage values and character defining elements for Clarke-Halliston House (Attachment C). This information was created using information provided by the historical information contained in the HRM’s heritage property file.

To perform the analysis of the appropriateness of a substantial alteration considering these details on Heritage Value and Character-Defining Elements the Standards and Guidelines for Historic Places in Canada (Standards and Guidelines) are used. The Standards and Guidelines help to ensure that careful consideration is given to how the proposed alteration may affect the heritage values and character defining elements of the building. The first nine Standards are to be considered for all proposals, and additional Standards may apply depending on if the project involves rehabilitation or restoration. An evaluation of the proposal as it pertains to the Standards and Guidelines is included in Attachment D.

Regulatory Context and Approval Process

The proposal is also subject to the Halifax Peninsula Land Use Bylaw. Development proposals must conform to the land use and building envelope requirements of the Land Use Bylaw in order to issue a development permit. In this instance, the Development Officer has reviewed the proposed building addition and determined that it does not meet the requirements of the Land Use Bylaw. The proposal does not meet the requirements for lot coverage. Therefore, the proposal will either have to apply for discretionary approval (variance) or the building will have to be redesigned for further review by Development and Heritage staff.

Should Regional Council approve the substantial alteration to the heritage property, then the permits necessary to authorize construction cannot be issued until the proposal meets the requirements for all agencies and departments involved in the review of a construction permit. If Council refuses the substantial alteration to the heritage property, the owners may choose to make the alteration, as shown on the plans, to the heritage property three years from the date of the application, but not more than four years after the date of the application, in accordance with section 18 of the *Heritage Property Act*. Should the plans require revision, a new substantial alteration application will be required which will start re-start the three year date of application.

DISCUSSION

The overarching term for protecting historic places in Canada is conservation, which is described by the *Standards and Guidelines for the Conservation of Historic Places in Canada* as: “all actions or processes aimed at safeguarding the character-defining elements of an historic place to retain its heritage value and extend its physical life (p.15)”. Conservation may specifically involve preservation, rehabilitation, restoration, or a combination of these actions. Applying the Standards and Guidelines to the development proposal requires an understanding of the approach to the project, and the character defining elements and heritage values for the property. The primary approaches for this proposal are rehabilitation and preservation.

Rehabilitation involves the sensitive adaptation of an historic place providing a continuing or compatible contemporary use, while protecting its heritage value. Rehabilitation can include the replacement of elements or components of the building with an accurate replica or a new design compatible with the style, era and character of the historic place. Rehabilitation projects can revitalize historical relationships and settings and is therefore more appropriate when heritage values related to the context of the historic place dominate. Rehabilitation projects are evaluated using general Standards 1 through 9, and three additional Standards 10 through 12 which relate specifically to rehabilitation. Staff have completed an evaluation of the proposal using the *Standards and Guidelines* which are summarized in Attachment D, and raise discussion for the proposed demolition of the rear portion of the building, the new addition, and the garage addition in relation to the *Standards and Guidelines*.

Demolition

The original home was built in 1895. The rear portion of the house can be traced to 1911 on the Halifax Insurance Plan of 1911; however, this portion of the house may have existed prior to 1911. The heritage files do not have maps between 1895 and 1911. Whether the rear portion of the house is original or an addition sometime between 1895 and 1911, the addition contains heritage value as part of the house. Standard 2 addresses the conservation of changes to a historic place that, over time, have become character-defining elements in their own right. Places naturally evolve over time and can be considered expressions of their time.

The proposal involves demolishing a rear portion of the existing building in accordance with Standard 3. While staff recognise that this portion of the building may not be original, it possesses heritage value and qualified professionals have identified concerns which can impact the integrity of the front portion of the building. The architect, in consultation with the structural engineer, observed signs of deterioration in the form of extensive rotting in the addition, rotting from lack of ventilation in the attic, foundation cracking and the deleterious effects of a longstanding vermin infestation issue. Furthermore, the floors of the rear portion of the existing building do not align with the front portion.

Standard 3 calls for minimal intervention yet acknowledges that extensive work may be required to correct deterioration. Minimal intervention means that a minimal amount of change should occur to meet realistic objectives while also protecting the heritage values. Intervention should be carefully considered to determine what work is required to identify the intervention that balances technical and programmatic requirements while still protecting the heritage value. In order to preserve the character defining elements in the front portion of the original building, intervention in the form of demolition and reconstruction of the rear addition is deemed necessary to make the building viable. The new addition considers the design of the existing rear portion to ensure recognition of its heritage value that developed over time.

Rear Addition and Garage Addition

The addition at the rear is designed to have the same general form as the existing structure. It is the same height as the existing rear portion and has a similar hip roof. In accordance with Standard 10, the new addition is compatible with the character of the existing building regarding its proportion, scale and massing. Along the north façade, fronting Rhuland Street, the vertical and horizontal rhythm of the door and window openings are maintained as well as the side verandas. More modern windows are proposed along the north elevation. The newer windows distinguish the proposed addition pursuant to Standard 11.

The turret on the corner of South Park Street (west elevation) and Rhuland Street still remains as the prominent feature; the proposed addition remains subordinate to the more historical front portion of the building.

In line with Standard 11 of the Guidelines, the addition remains subordinate to the prominent front façade and verandahs will reflect its past, which will not have a negative impact on the character-defining materials, forms and spatial configurations of the historic place. The new construction on the south, east, and west elevations are visually compatible and distinguishable from the historic place that respects its heritage value. Further, the enclosed stair tower and exterior decks with open exterior stairs, which were added in 1994 on the east elevation, are being removed. The garage is subordinate to the house in its form and mass and can be distinguished from the historic place in design, detailing and its physical separation from the main building. The garage does not detract from the historic place.

Conclusions

This project proposes the replacement of a rear portion of the house as well as a new attached garage with an enclosed breezeway. The heritage values and character defining elements of the front portion of the building will remain intact and the addition is visually compatible with the historic place, with consideration for facades facing street lines. Justification for the removal of this portion of the house has been provided. The garage is subordinate to the house in its form and mass and can be distinguished from the historic place in design, detailing and its physical separation from the main building. For reasons outlined in this report, heritage staff believe this proposal meets the Standards and Guidelines and recommend approval of the substantial alteration.

FINANCIAL IMPLICATIONS

The HRM costs associated with processing this application can be accommodated within the approved 2017/18 operating budget for cost centre C002, Urban Design. HRM is not responsible for construction and renovation costs.

RISK CONSIDERATION

There are no significant risks associated with the recommendations contained within this report. This application may be considered under existing HRM Heritage Property Program. The Heritage Advisory Committee has the discretion to make decisions that are consistent with the HRM Heritage Property Program.

COMMUNITY ENGAGEMENT

The community engagement process for a heritage registration is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing, achieved through public accessibility to the required Heritage Advisory Committee meeting.

ALTERNATIVE

1. The Heritage Advisory Committee may recommend that Council refuse the proposed substantial alteration to the Clarke-Halliston House as outlined in this report. This is not the recommended course of action as staff advise that the proposed alterations be refused for reasons outlined in this report.

ATTACHMENTS

Map 1 Location Map: 1029 South Park Street

Attachment A Current Photographs

Attachment B Building Elevations

Attachment C Heritage Building Summary

Attachment D Standards & Guidelines Evaluation

A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.php> then choose the appropriate Community Council and meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Shilo Gempton, Planner II, 902-490-4494

Report Approved by: *Original signed*

Jacob Ritchie, Urban Design Manager, 490-6510

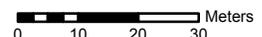


MAP 1 LOCATION MAP - 1029 SOUTH PARK STREET

-  Existing Municipally Registered Heritage Property
-  Application Location - PID 00065342
-  Building

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Planning & Development
Heritage



Attachment A – Current Photos

Front (West) Elevation (South Park Street)



South (Right Side) Elevation



East (Rear) Elevation (Partial View)



North (Left) Elevation (Rhuland Street)



Attachment B – Building Elevations

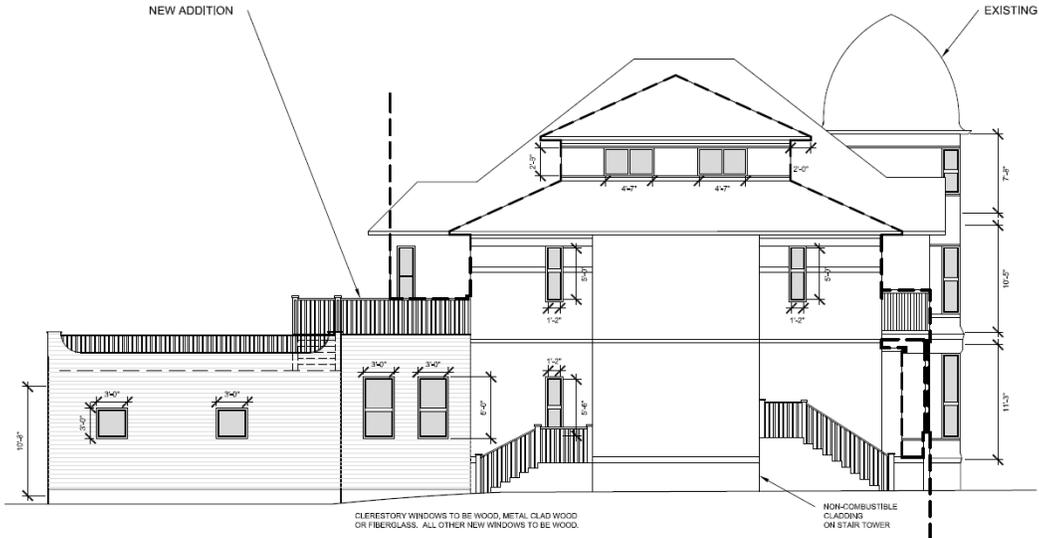
West Elevation (South Park Street)



South Elevation



East Elevation



North Elevation (Rhuland Street)



Attachment C - Heritage Building Summary

Clarke-Halliston House: 1029 South Park Street, Halifax (c.1895)



Character Defining Elements (abridged):

- A 2 ½ storey wood frame structure with wooden shingle cladding and hipped roof with overhang;
- Prominent corner tower topped by a finial and a domed roof extending into bracketed eaves surrounding the tower;
- Curved Palladian-style windows on the top tier of the tower and curved one-over-one windows on the middle and bottom tiers of the tower;
- Primarily symmetrical (with the exception of the corner tower) front elevation containing a centre doorway;
- Five-sided central dormer with domed roof extending into bracketed eaves and flanked by two pediments extending from the roofline with small fanlights, wooden shingles, and wood moulding creating a deep perimeter;
- Similar pediment on the north elevation of the building;
- Frieze board, under a slender cornice, belt course, and shingled water table;
- Wide stairway leading to central entrance recessed within a covered veranda surmounted by slender columns and a highly decorative hood moulding;
- Large central wooden door and surround including sidelights and fanlight transom;
- Ganged windows above the central entrance and double bay windows including fixed square frames and a decorative rounded head on the south elevation;
- Vertically oriented wood framed windows
- Covered veranda
- Fluted pilasters form part of the door architrave
- Elevation contains several horizontal mouldings
- Large redbrick chimney with corbel detail.

Heritage Value:

The Clarke-Halliston House is a Queen Anne (Free Classic) styled building designed by architects Elliot and Hopkins. This style appeared at the end of the Queen Anne period that incorporates complex massing arrangements of the earlier Queen Anne style and integrates it with the centrality and symmetry of Free Classic design. The symmetry in this example can be seen in the front façade with the exception of the corner tower. Classical detailing and references can be observed in the columns of the verandas, the fluted pilasters, and the Palladian window formed in the tower. The Queen Anne style can be seen in the horizontal mouldings with bell cast curves and corbel detail in the chimney.

The house has historical connections with the original owner, Harshaw B. Clarke (lessee and Manager of the Academy of Music), as well as the subsequent owners, Robert Pickford (founder of Pickford and Black), and the Honorable Robert E. Harris, Chief Justice of Nova Scotia.

Attachment D: Standards & Guidelines Evaluation

Conservation is the primary aim of the Standards and Guidelines, and is defined by the Standards & Guidelines as ‘*all actions or processes that are aimed at safeguarding the character-defining elements of an historic place so as to retain its heritage value and extend its physical life. This may involve **Preservation, Rehabilitation, Restoration**, or a combination of these actions or processes.*’

Note: The Standards are structured to inform the type project or approach being taken.

- Preservation project apply Standards 1 through 9;
- Rehabilitation projects apply Standards 1 through 9, and Standards 10 through 12;
- Restoration projects apply Standards 1 through 9, Standards 10 through 12, and Standards 13 and 14.

Similar to the Standards, the base Guidelines apply to the approach being taken, and additional Guidelines may apply if the project includes rehabilitation and restoration. The Guidelines should be consulted only when the element to be intervened upon has been identified as a character defining element. The Guidelines should not be used in isolation. There may be heritage value in the relationships between cultural landscapes, archaeological sites, buildings, or engineering works. These values should not be compromised when undertaking a project on individual character defining elements of an historic place.

PRIMARY TREATMENT: PRESERVATION			
<i>Preservation is the action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of an historic place, or of an individual component, while protecting the heritage value.</i>			
STANDARDS 1-10	Complies	N/A	Discussion
1. Conserve the <i>heritage value</i> of an <i>historic place</i> . Do not remove, replace or substantially alter its intact or repairable <i>character-defining elements</i> . Do not move a part of an historic place if its current location is a character-defining element.	χ		The enclosed stair tower and exterior decks added in 1994 are to be removed. The character-defining elements on the front façade are to remain intact and to be repaired.
2. Conserve changes to historic places that, over time, have become <i>character-defining elements</i> in their own right.	χ		It is unknown if the rear portion of the house is original. However, it can be dated back to 1911, appearing on the 1911 Fire Insurance Plan for Halifax. The rear portion of the house could be considered to have heritage value in its own right. However, the architect and structural engineer have observed deterioration of the addition due to rot and vermin infestation. Removal of the addition is recommended in order to maintain the front portion of the house.
3. Conserve <i>heritage value</i> by adopting an approach calling for <i>minimal intervention</i> .	χ		Although a portion of the house is being removed, heritage value remains in the front portion of the building. In order to make the building viable, it is recommended to remove the back portion of the house and replace it with a functional addition.
4. Recognize each <i>historic place</i> as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the property that never coexisted.	χ		

5. Find a use for an <i>historic place</i> that requires minimal or no change to its <i>character-defining elements</i> .		χ	
6. Protect and, if necessary, stabilize an <i>historic place</i> until any subsequent <i>intervention</i> is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbing archaeological resources, take mitigation measures to limit damage and loss of information.		χ	
7. Evaluate the existing condition of <i>character-defining elements</i> to determine the appropriate <i>intervention</i> needed. Use the gentlest means possible for any intervention. Respect <i>heritage value</i> when undertaking an intervention.	χ		Conditions of the rear portion were evaluated by the architect and structural engineer. Considerable damage from rot, vermin infestation, and foundation cracking were observed. They are recommending a partial demolition and new addition.
8. Maintain <i>character-defining elements</i> on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving <i>prototypes</i> .		χ	
9. Make any <i>intervention</i> needed to preserve <i>character-defining elements</i> physically and visually compatible with the <i>historic place</i> and identifiable on close inspection. Document interventions for future reference.		χ	

PRIMARY TREATMENT: REHABILITATION			
<i>Rehabilitation is the action or process of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value.</i>			
STANDARDS 10-12	Complies	N/A	Discussion
10. Repair rather than replace <i>character-defining elements</i> . Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the <i>historic place</i> .	χ		The wholesale replacement of elements has an impact on heritage value. The goal of this standard is to address deterioration of the character-defining elements. A heritage loss can occur if deterioration is not properly addressed. New elements should be compatible in form, material and detailing or contemporary in design to achieve compatibility through proportion, scale or massing. In this case, it is the professional opinion of the architect and structural engineer that there are signs of deterioration (i.e. rot, decay, foundation cracking, and damage from vermin). In order to preserve the front portion of the building, the architect and structural engineer are recommending removal and replacement of the rear portion of the house. The front portion of the house contains most of the detailed

			character defining elements.
11. Conserve <i>heritage values</i> and <i>character-defining elements</i> when creating new additions to an <i>historic place</i> or any related new construction. Make new work physically and visually compatible with, subordinate to and distinguishable from the historic place.	<i>χ</i>		The new addition is considered to be visually compatible with and distinguishable from the historic place. The addition proposes the same roofline as currently exists. The garage addition is subordinate to the historic place. .
12. Create any new additions or related new construction so that the essential form and integrity of an <i>historic place</i> will not be impaired if the new work is removed in the future.	<i>χ</i>		The applicant is proposing an addition in the same form that currently exists, and is not increasing the height. Therefore, the new construction retains the essential form of the historic place.